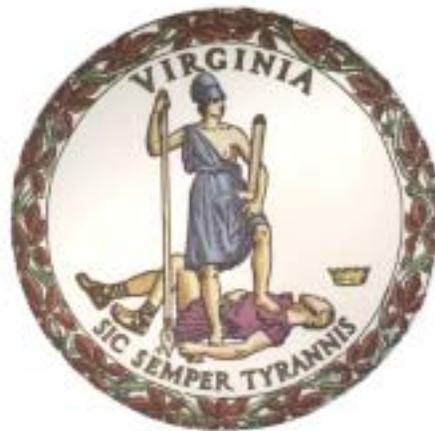


A HISTORY OF PUBLIC EDUCATION IN VIRGINIA



Commonwealth of Virginia
Department of Education

2003

Acknowledgements

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Special thanks go to **Harry L. Smith** for making available information in an article about the *Historical Development of Virginia Public School System 1870-1970* that was published in *Public Education in Virginia*, a news magazine distributed for a number of years by the Virginia Department of Education. Mr. Smith, at the time, was the agency's director of public information and publications and editor of the magazine.

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A History of Public Education in Virginia

Part I Background and Beginning 1607-1900

The Virginia Colony, established at Jamestown in 1607, was a commercial enterprise of the London Company. Unlike the Pilgrims, who fled to the New World to escape an autocratic church and state, the Virginia colonists sought to extend English rule in America. The settlers at Plymouth voluntarily agreed to govern by vote of the majority; those at Jamestown followed the less democratic practices of England. A majority of the first settlers were members of the English aristocracy. The system of land grants favored this group, which emerged as a strong upper class that held most of the land and political and economic power for generations. Large numbers of immigrant laborers, indentured servants, slaves, and artisans followed to make up a second, markedly lower, social class. A strong middle class did not develop for nearly two centuries.

Large plantations held by the aristocracy were the anchors of an agrarian economy. The plantation order was a decentralized society. Roads were poor and distances between plantations were sometimes great.

Beginnings of Education

The colonists' institutions (political, religious, social, and educational) mirrored those of England. The values, ideas, and ambitions of the two peoples were similar. The colonial belief that education was a private function, rather than a governmental function, corresponded to the English system. The upper class could afford private tutors; the only "public" schooling was in the form of charitable aid for orphans and indigents.

Since the first settlers in Virginia were adults, the colonists had no need for any sort of traditional schooling prior to 1619. In that year 100 orphans from England arrived with the stipulation that their

masters teach them a trade. This development influenced the pattern of education in Virginia for more than two centuries. Apprenticeship laws enacted in 1643, 1646, and 1672, which paralleled the apprenticeship and poor laws of England, attempted to provide some vocational, educational, and religious training for orphans, indigent children, and other minors without guardians. Emphasis was on trade-apprenticeship, and academic training was generally limited to learning to read and write. A general law of 1705 "compelled" masters to teach orphans in their charge to read and write. This is believed to be the first legislative requirement that reading and writing be taught in the New World.

Early Schools

Virginia's first schools were established to aid the colony's sizeable group of orphan and needy children and to supplement the rudimentary educational provisions of the apprenticeship legislation. A short-lived "free school" was established in Charles City about 1620, primarily because of the efforts of Patrick Copeland, a ship's captain. A second school of this type, believed to be the first effective provision for free education in America, was established in 1634 in Elizabeth City County (now the city of Hampton) by the will of Benjamin Syms, a wealthy landowner. Other similar schools followed. By 1671, when Governor Berkeley uttered the now famous words, "I thank God that there are no free schools in Virginia," there were in fact several such schools being operated in the colony as a result of endowments.

Community private schools were established during the colonial period usually as cooperative ventures among neighbors. They were often known as "Old Field" schools because they were frequently located in fields that were no longer used for farming.

Tuition fees, agreed on by the teacher and parents, financed these schools. In some cases, however, schools were organized and begun by teachers, many of whom were clergymen attempting to supplement their incomes. Others were semi-itinerants who relocated frequently because of financial uncertainty or lack of community acceptance. Thus, the quality of schools and teachers was uneven. In character, the community schools were local, private, free enterprise operations.

For the most part, the planters, merchants, and other well-to-do people employed private tutors for their children. In the beginning these tutors, mostly local clergymen, gave the church a marked influence upon instruction. But this influence waned when most of the clergy returned to England at the start of the Revolution. In general, the private tutors were more competent and learned men than were the teachers in community and free schools.

Grammar schools and academies, patronized by the middle class, constituted the other principal types of early schools in Virginia. These were primarily private secondary schools that often included elementary and college-level programs. The College of William and Mary, founded in 1693, was the cornerstone for higher education in Virginia.

The pattern established by Virginia's early schools continued to 1860 with few major changes. The academies flourished and formed the backbone of a strong private school system. Free schools, aided after 1820 by the Literacy Fund, were charity institutions.

Jefferson's Plan for Public Education

Thomas Jefferson held that public education was vital to democratic government and essential for an informed electorate. He expressed this view in a letter to George Washington: "It is an axiom in my mind that our liberty can never be safe except in the hands of the people themselves and that too with the people of a certain degree of instruction. This is the business of the state to effect and on a general plan."

In 1779 Jefferson introduced in the legislature "A Bill for the More General Diffusion of Knowledge." The proposal called for a vertical state system of elementary schools, secondary schools, and colleges, crowned by a state university. All free children would be entitled to attend primary schools for at least three years without charge. Such schools would be located in each ward or "hundred" of every county and would be supported by local taxation. The most able students who completed elementary school would be selected to attend a secondary school at public expense. And the outstanding boys who completed the secondary program could continue for three years in

one of nine colleges. Boys not selected for education at public expense could continue their schooling if their parents bore the cost.

Jefferson was to achieve only part of his plan—that of founding the state university. For nearly half a century he attempted to establish a state public school system. The failure of his efforts was partly due to the fact that too much was left to local initiative with too little centralized authority at the state level.

The Literary Fund

When the General Assembly of Virginia created the Literary Fund in 1810, it established a basis for supporting free public schools. Control of the fund was assigned to a corporate body consisting of the governor, lieutenant governor, treasurer, president of the court of appeals, and their successors. Money was to be distributed on the basis of populations in the counties. The Literary Fund was increased considerably in 1816 when it was assigned \$1,210,550 repaid by the federal government for money borrowed from Virginia during the War of 1812.

In the beginning, the Literary Fund was used to support higher education, such as tuition scholarships to private schools and aid in establishing the University of Virginia. It was 1822 before disbursements were made for the original purpose—providing primary schooling for those unable to afford a private school education. A total of 8,531 poor white children attended the supported schools in 1823, at an average annual cost of \$5.12; 14,169 attended in 1829, at an average yearly cost of \$2.82; and 47,320 attended in 1840, at a cost of \$1.51.

Major efforts to strengthen the school system were made in 1846, 1851, and 1853. In 1846 the General Assembly provided for the establishment of a local school system under a county school superintendent, with commissioners from each district constituting a county school board. This act attempted to build upon the existing local school commissioner system; however, it left the matter of local tax support entirely to local initiative and, for this reason, was slow and uneven in becoming effective.

Although the Literary Fund was a limited and inadequate basis for a public school system, it did provide an educational opportunity for many children and was the only state assistance for education prior to 1871. It established the principle of public money for public schools, provided a rudimentary public school system, and aided in developing the concept of education as a state responsibility. Unfortunately, the fund reinforced the existing idea that public schools were for the needy and the negative implications of "schools for the poor" persisted. In Virginia the concept of the public school as a charitable institution was slow to die.

The Underwood Constitution of 1869

A state public school system, differing in detail but similar in spirit to one first proposed by Jefferson a century earlier, was established with ratification of the Underwood Constitution in 1869. This Reconstruction measure aroused vigorous opposition, much of which centered on the provisions establishing a public school system.

The Underwood Constitution provided for a state superintendent of public instruction to be elected by the General Assembly, and a State Board of Education consisting of the governor, attorney general, and chief state school officer, who would have the authority to appoint and to remove county superintendents and district school trustees, to manage the school funds, and to regulate all matters involving the administration of the school system. The General Assembly was authorized to adopt compulsory attendance laws and to levy taxes for the support of schools.

Beginning of the Public School System

Following ratification of the Underwood Constitution, the General Assembly moved promptly to elect the first state superintendent of public instruction. Dr. William H. Ruffner, who had the support of General Robert E. Lee, was chosen from 15 applicants. He was a son of Dr. Henry Ruffner, former president of Washington College (now Washington and Lee University), who had long struggled to establish an adequate public school system.

The Underwood Constitution required the state superintendent to submit a plan for the organization of the state's public school system

within 30 days. Aware that any plan for public schools would cause bitter opposition in eastern Virginia, Dr. Ruffner moved rapidly and completed his task within 25 days. His plan outlined in general the duties of the superintendent of public instruction in relation to other officers of the public school system, and the duties of the county superintendent and the district trustees. It also stipulated that the cost of the system should be paid by funds from the state treasury, the county treasuries, and taxes levied by the school districts. It further required the public schools to provide free education to all persons between five and 21 years of age.

With few modifications, the plan was approved by the legislature on July 11, 1870. The State Board began appointing school officials to operate the system, and in three months had appointed 1,400 county superintendents and district trustees. These officials now had to provide buildings, take the school census, select teachers, and organize for work. Dr. Ruffner was anxious to begin at least a few schools in each county as soon as possible; public schools were open in all counties in November 1870. At the close of the school year 130,000 pupils were attending 2,900 schools, with 3,000 teachers. The beginning, although long delayed, was an auspicious one.

Dr. William H. Ruffner's Administration

Virginia was indeed fortunate to have Dr. Ruffner as the first state superintendent. A man of integrity, energy, and ability, he was completely devoted to the cause of education. Dr. Ruffner was determined that the schools would improve. With this in mind, his communications to superintendents placed great emphasis on the importance of employing capable teachers.

During the early years of his administration, Dr. Ruffner faced two major problems—winning acceptance and support for the public school system, and preventing funds earmarked in the Constitution for public schools from being diverted to other governmental obligations. Dr. Ruffner's cause was aided in 1877 by the election of a legislature pledged to restore the school funds. Two years later, the assembly passed the Henkel Bill, setting up a plan requiring the auditor to set apart for the use of the public schools those funds required for this purpose under the Constitution. Over a period of years all diverted funds were restored to the schools.

In view of these difficulties, the achievements of Dr. Ruffner—sometimes referred to as the “Horace Mann of the South”—in establishing the public school system in Virginia and in guiding it successfully during first 12 years are little short of phenomenal.

Farr, Buchanan, and Massey

Dr. R. R. Farr succeeded Dr. Ruffner as state superintendent (1882-1886). John L. Buchanan followed (1886-1890), and then John E. Massey (1890-1898). During these administrations, the number of pupils and teachers increased, and the patrons and citizens developed greater confidence in the system.

Improvements to instruction, a diversification of course offerings, and the development of normal school programs for training teachers were the major developments between the close of Dr. Ruffner's administration and the end of the nineteenth century.

The visionary recommendations made by Superintendent Massey included establishment of a state Board of Examiners, repeal of legislation which based teachers' salaries on pupil attendance, preparation of courses of study, and increased tax support for schools. Massey also sought to provide financial aid for library programs and for increasing the salaries of superintendents. Since most of these progressive measures were carried out within the next few years, Massey's efforts undoubtedly laid the groundwork for their attainment.

PART II

An Educational Awakening, 1900-1918

After enduring the burdens of Reconstruction, the people of Virginia began to take more interest in education. Between 1900 and 1918 significant developments in public education included the adoption of the Constitution of 1902, the celebrated "May Campaign" of 1905, and the movement to establish high schools.

The Constitution of 1902

By 1900 Virginians were ready to consider a new constitution to replace the unpopular Underwood Constitution of 1869, sometimes called the "Carpetbagger Constitution." The disillusionment that followed the War Between the States had been replaced by a keen interest in education and government, due in large measure to a group of public-spirited men and women who conducted a vigorous statewide campaign to bring about a constitutional convention.

Dr. Joseph W. Southall, appointed state superintendent of public instruction in 1898, aimed to improve and consolidate rural schools, increase state and local financial support for schools, provide higher salaries for teachers, and establish a State Board of Examiners to handle teacher certification. Dr. Southall immediately called a meeting of Virginia educators in July 1901 to make recommendations for constitutional provisions pertaining to public education.

The new State Constitution, ratified to become effective in 1902, gave a mandate for public education by providing that "the General Assembly of Virginia shall establish and maintain an efficient system of public free schools throughout the State." The Constitution authorized the board to divide the state into school divisions, each to contain not less than one county or city; the magisterial districts within the counties retained their separate school boards.

The "May Campaign" of 1905

The highlight of Southall's administration was the May Campaign of 1905, a series of conferences aimed at improving public education in the South.

The state was bombarded in the cause of education. Governor A. J. Montague and others delivered 300 addresses at 100 meetings within 30 days. They helped push the priority of public education into the next administration and helped form the Cooperative Education Association, one of the important groups that campaigned for better schools.

The association's 1904 platform consisted of eight planks: nine months of schooling for every child, high schools within reasonable distance of every child, well-trained teachers, agricultural and industrial training, efficient supervision, promotion of libraries, schools for the defective and dependent, and formation of a citizen's education association in every county and city.

The May Campaign resulted in far-reaching legislation during the administration of Dr. Southall's successor, Joseph D. Eggleston, including part of that advocated by the Cooperative Education Association. For instance, the Mann High School Bill, passed in 1906 after a struggle and close vote in the legislature, authorized funds for high school programs, where the localities furnished adequate buildings and teachers' salaries. The legislature increased the appropriation of \$50,000 to \$126,000 in 1909, and to \$133,000 in 1910.

The Strode Bill of 1908 authorized new state normal schools; permitted localities to increase salaries of division superintendents; encouraged the replacement of one-room schools with graded elementary schools; established construction requirements for school buildings to provide more adequate space, light, ventilation, and sanitary facilities; and required that pupils' sight and hearing be tested.

Development of High Schools

Before 1900 opportunities for high school education were severely limited. Most of the private academies (for which the state had been noted before 1860) did not survive the war and reconstruction. Although the number of high schools in 1900 is not known, Superintendent Massey reported 60 in 1897, which probably included limited high school programs offered in elementary schools. Only 10,210 white students and 1,031 Negro students, representing four percent of the whites and seven-tenths of one percent of the Negroes enrolled in the public schools, were studying at "the higher branches."

A 1903 act established the minimum requirements for high school teachers, the first step in developing standards for high school accreditation. A comprehensive program of high school accreditation began in 1912 when the Southern Association of Colleges and Secondary Schools established a Virginia Commission on Accredited schools.

The Department of Public Instruction issued a new course of study for high schools in 1915, superseding the rudimentary first course published in 1910. It consisted mainly of college preparatory work, but included subjects in business, agriculture, and homemaking. Aided by the Smith-Hughes Act (passed by Congress in 1917), vocational education programs were expanded. Instead of being limited primarily to agriculture, emphasis was now given to trade and industry, business, home economics, and other areas of instruction.

Further efforts to strengthen the secondary education program in 1917 included establishing requirements for a standard four-year high school, including organization, teaching staff, and a program of studies. The number of schools increased rapidly, and by the 1917–18 school year there were 522 high schools enrolling 27,107 students.

Other Developments

In 1904 the General Assembly authorized the State Board of Education to appoint a Board of Examiners to examine teachers and inspect schools on a statewide basis. The Board of Examiners took certified teachers and organized a grading system that applied uniform standards to all examinations.

In cooperation with local officials, teachers, and patrons, the Board of Examiners helped plan school buildings, consolidate schools, train teachers, and secure additional support for the schools.

In 1908 the General Assembly appropriated \$2,500 to match local contributions for establishing school libraries. It increased the appropriation periodically and thus developed a statewide library program that continues today.

Several private philanthropic organizations made noteworthy contributions to public education during this period. The Anna T. Jeanes

Foundation, established in 1908, contributed funds for local school boards to employ Negro supervisors and improve instruction in Negro schools. The Jeanes supervisors aided in making shopwork, homemaking, and other vocational skills part of the curriculum in the schools for Negro children. This program was continued successfully for 40 years to become a Virginia tradition. The John F. Slater Fund, established before 1900, helped Virginia to develop facilities for Negroes. The Julius Rosenwald Fund, established in 1917, contributed substantially to the erection of better schools for Negroes. Two other private philanthropic organizations making major continuing contributions to public education in Virginia were the General Education Board, which administered funds provided by John D. Rockefeller Sr., and the George Peabody Fund.

During its 1916 session the General Assembly established professional standards for school division superintendents and helped considerably in upgrading the quality of school administration in the state.

The first course of study for elementary schools was published in 1907, and a revised edition was issued in 1909. High school courses of study were published in 1906 and 1910. The latter publication listed minimum requirements in subjects and units for three grades of high schools: first, second, and third. Requirements for first-grade high schools included 12 required units: English, four units; mathematics, three units; history, three units; and science, two units. Five elective units were to be selected from the following subjects: Latin, German, French, Spanish, history, physical geography, agriculture, manual arts, botany and zoology, physics, chemistry, and mathematics. The development of these early courses of study indicated a trend toward state-level leadership and guidance in improving classroom instruction.

PART III

Growth and Development, 1918-1931

In 1918 Dr. Harris H. Hart succeeded Dr. Reamur C. Stearnes as state superintendent. Hart's administration abolished the cumbersome district system, conducted two major statewide educational surveys, reorganized the structure of public education, approved teacher certification procedures, expanded and strengthened the Department of Education, and established a fund for equalizing educational opportunity. It was indeed a period of growth and development.

Dr. Hart, a man of unusual administrative ability, was able to identify the most important problems and to initiate action necessary for their solution. While many of these problems were not subject to terminal solution (indeed, some remain quite relevant today), he brought them into focus and initiated improvements.

Progressive Measures

During his first year in office Dr. Hart, in addition to conducting a campaign to strengthen the public school system by eliminating the district system, was instrumental in enacting a statewide compulsory school attendance law, and providing free textbooks.

Two of Dr. Hart's recommendations were adopted in 1922 when the General Assembly enacted the county unit law and a statewide compulsory attendance law. Although free textbooks were not approved, the General Assembly passed a new textbook law permitting local school boards to purchase directly from publishers at wholesale prices.

The county unit law was the greatest single administrative improvement since the establishment of the public school system in 1870. It made the county the unit of administration, rather than the district. This resulted in greater administrative efficiency, simplified action, and achieved more uniformity in policies and methods. It also encouraged school consolidation and larger enrollments.

The compulsory attendance law served to reduce illiteracy, increase attendance, and strengthen the public school system. This law was repealed in 1959 during desegregation, but it was re-enacted in 1968.

Teacher Certification

The teacher certification system was reorganized, simplified, and strengthened during Dr. Hart's administration. The 28 types of certificates available in 1918 were reduced to three by 1931: collegiate professional, collegiate, and normal professional.

Standards were raised from a level where applicants who had completed only the eighth grade could be certificated to teach by passing an examination, to one where no applicant who had completed less than two years of college could be certificated. This was the beginning of Virginia's modern period of teacher certification, and the system developed at that time has required few changes to the present.

Creation of the Department of Education

The title Department of Education replaced that of Department of Public Instruction during the first year of Dr. Hart's administration. In some respects, this change was symbolic of the forthcoming development of a modern state department of education.

The Department of Education continued to expand to meet increasing needs. It increased the staff to 13 supervisors in 1921-22, and added new services in textbooks, school libraries, and school buildings. The school buildings service developed standard plans that were widely used, aided in selecting school building sites, and supervised school construction.

The Department's supervisory services were listed by classifications for the first time in the annual report for 1928-29. Including 19 professional staff members, these classifications were: accounting and statistics, agricultural education, civilian rehabilitation, home economics education, Negro education, physical education, research and surveys, rural education, school buildings, school libraries and textbooks, secondary education, teacher training and certification, and trade and industrial education. The following year a program in vocational and educational guidance was established.

Growth of Related Educational Organizations

The early decades of the twentieth century were marked by the growth of several organizations that have played significant roles in

the history of public schools in Virginia. These associations trace their genesis to local groups composed of either professional educators or citizens.

The Virginia Education Association (VEA) dates from 1925, but the professional organization for teachers was established many years earlier. On December 29, 1863, a group of white teachers from colleges and private high schools in the state met in Petersburg to form the Educational Association of Virginia. They expanded their membership to include teachers from all grade levels, which led in the 1920s, to an executive staff in Richmond that has grown through the years to provide leadership in the affairs of the professional association.

In similar manner, Negro educators met in Lynchburg on August 13, 1887, to form a statewide association, known as the Virginia Teachers Reading Circle. This group also operated under several different names before it became officially the Virginia State Teachers Association (VTA) with executive headquarters in Richmond. Focusing primary attention on improving benefits for teachers, the two organizations conducted independent programs until 1967 when they merged under the single banner of the VEA.

School board members from localities throughout the state also forged a common tie by banding together in 1906 to establish the School Trustees Association of Virginia. Set up originally as a separate department of the teachers' association, the group continued a close relationship with the VEA for many years. In 1952 the organization became the Virginia Association of School Boards, constituted for the purpose of strengthening lay control and improvement of public education in the commonwealth. Since that date the executive headquarters of the association have been at the University of Virginia.

Among the prominent partners in education have been many citizens who have channeled their concerns through programs based in the neighborhood schools. The first statewide effort was provided by the Cooperative Education Association, which was organized in 1904 and campaigned vigorously for better schools. This nonprofes-

sional group frequently received state funds and often was cited in the annual reports of state superintendents.

The Negro Organization Society, founded in 1912, was involved in a grass roots program aimed at developing self-determination, community improvement, and better understanding between races. State funds assisted the society in its efforts that continued for almost a half century.

Other organizations devoted to improving public education were the Virginia Congress of Parents and Teachers, which was established in 1921, and the Virginia Federation of Parents and Teachers, which drew its membership from Negro schools. Through a series of mergers, the goals and programs of the various citizens' groups were later consolidated in the single statewide organization, the Virginia Congress of Parents and Teachers. Among its many activities, the Virginia PTA, with executive offices in Richmond, sponsors the Student Cooperative Association for boys and girls in Virginia's public schools.

PART IV

A Decade of Curriculum Revision, 1931-1941

Dr. Sidney B. Hall succeeded Dr. Hart in 1931. Dr. Hall's appointment coincided with the Great Depression of the 1930s, which had serious repercussions on public education. The state's overall financial position at the beginning of the Depression had been favorable, since its predominantly agrarian economy was less affected at first than the economy of the more highly industrialized states. However, tax income from both state and local sources declined sharply.

Curriculum Revision

At the beginning of his administration, Dr. Hall was concerned to find that many children of school age were not enrolled in school and that the average daily attendance in the state was only 83 percent. He also recognized the need for an intensive program to improve instruction, chiefly through curriculum revision.

To carry out and coordinate an improved program, Dr. Hall reorganized the Department of Education into six divisions—Research and Finance, Higher Education, Instruction, Vocational Education, School Buildings, and School Libraries and Textbooks. The agency was enlarged also to include a total of 28 staff members. The newly created Division of Instruction unified the supervision of secondary education, elementary education, Negro education, and health and physical education under the leadership of a director of instruction. The superintendent assigned this division the primary responsibility for initiating and developing a program to improve instruction.

Within the next two years more than 10,000 of the state's 17,000 teachers participated in curriculum planning workshops and seminar groups, for which state and local supervisors served as advisors and discussion leaders. The Department of Education appointed an additional staff member to strengthen its elementary education supervisory services.

With the exception of curriculum revision, the Depression years were not noted for major changes or innovations. This does not mean, however, that no significant advances were made during this period.

For example, Virginia effectively used federal funds from the Public Works Administration and the Works Progress Administration to provide needed school buildings.

Progress in public education continued throughout the Depression years. In 1934-35 the requirements for division superintendents were raised to include the master's degree, training in administration and finance, and a minimum of three years experience as supervisor or principal. Three years later, the Department of Education initiated a state music program with a supervisor of music. In 1938-39, the Department of Education established a Division of Rehabilitation and Special and Adult Education which was to have far-reaching effects on the state's educational program. The division included a director and four supervisors of rehabilitation education, two supervisors of special education, and a supervisor of adult education.

The Department of Education's expansion during the late 1930s and early 1940s reflected improvements in the economy.

PART V

War and Postwar Years 1941-1957

The period from 1941 to 1957 was marked by many educational problems growing largely out of the war and postwar years. A serious shortage of teachers developed at the beginning of the war and remains an unresolved problem today. The gap between building needs and new construction widened as a result of materials shortages, building restrictions, and inflation. In addition, the U.S. Supreme Court decision in the desegregation case of 1954 (Brown vs. the Board of Education) caused uncertainty about the future of public education.

Three State superintendents served during this period: Dr. Dabney S. Lancaster (1941-46), Dr. G. Tyler Miller (1946-49), and Dr. Dowell J. Howard (1949-57). Dr. Lancaster had served previously as state supervisor of agricultural education, secretary to the State Board of Education, and dean of students at the University of Alabama. Dr. Miller had been a superintendent of schools in Warren and Rappahannock Counties and in the city of Charlottesville. Dr. Howard had served as supervisor of agricultural education and as an assistant superintendent of public instruction.

Despite impediments, some forward steps were taken during this period. The Department of Education initiated visiting teacher and conservation education programs, increased emphasis on guidance, and started a statewide testing program. Considerable progress was made towards equalizing the salaries of white and Negro teachers, and salary scales for elementary and high school teachers were equalized in nearly all school divisions.

The Teacher Shortage

The shortage of qualified teachers that developed at the outbreak of World War II had become critical by the end of the war. The widely held belief that most of the absentees would resume teaching after the war proved to be a false hope, for the number returning was insignificant compared to the serious deficiency that existed. Inflation continued into the postwar period, and despite pay increases voted by the General Assembly, teacher salaries were not competi-

tive with those in other states or with salaries in the private sector. Recruitment of new teachers became increasingly difficult as enrollment in teacher-training colleges declined.

Other developments served to accentuate the need for more teachers, including the increased birth rate following the war, improved holding power of the schools, and the change to a 12-grade system. Broader curriculum offerings and the need to readjust the heavy pupil loads carried by teachers during the war further aggravated the situation.

To combat the teacher shortage, the state initiated a scholarship program in 1947 that provided loans for undergraduates preparing to teach. Loan balances were waived if the recipient taught in the state's public schools. This plan, which has been expanded and liberalized periodically, continues to play a major role in preparing teachers for the public schools.

The state established in 1942 a sound retirement system for teachers and other state employees, and six years later it appropriated funds for a sick leave plan for teachers. The 1952 session of the General Assembly appropriated funds to increase teachers' salaries and established a statewide minimum salary scale for college graduates who entered the teaching profession.

The "Battle Fund" for School Construction

The state entered the World War II and the postwar periods with a tremendous backlog of school building needs. War priorities allocated manpower and materials to the defense program and forced a suspension of new school construction "for the duration." Also, much of the normal maintenance, repair, and improvement of school plants was deferred.

Postwar efforts to meet the critical shortage of buildings encountered serious difficulties. Residential, commercial, and industrial construction needs also had been deferred during the war, resulting in postwar competition for labor and materials and soaring construction costs. Rising interest rates and inaccurate cost estimates added to the difficulties. And all of this occurred at a time when additional

classrooms were needed to accommodate rapidly increasing enrollments during the early 1950s.

Shortly after his election in 1950, Governor John S. Battle carried out his campaign promise by recommending that \$7,000,000 in state aid be given to localities for school construction. The General Assembly approved his proposal.

Consolidation of Schools

Beginning with the administration of Superintendent Hart (1931), greater attention was given to establishing consolidated schools of sufficient size to offer comprehensive educational programs at reasonable per capita cost. These efforts culminated in dramatic gains in consolidation. The trend toward fewer schools and larger enrollments has continued to the present time.

The Gray Commission

On August 30, 1954, Governor Thomas B. Stanley appointed a legislative commission on public education. State Senator Garland Gray of Waverly was selected to serve as chairman. The Gray Commission was formed to assess the impact of Brown vs. the Board of Education on public schools in Virginia and recommended action by the state to meet the crisis resulting from the U.S. Supreme Court's decision.

The plan developed by the Gray Commission attempted to prevent extensive school closings and at the same time to avoid compulsory integration. It also recommended a tuition grant program to permit pupils to attend nonsectarian private schools and public schools outside the locality in which they resided.

Although the voters approved the tuition grant program, the plan was shelved during a period of massive resistance to the desegregation decision. However, its main provisions were revived in 1959, following recommendations of the Perrow Commission during the administration of Governor J. Lindsay Almond, Jr.

PART VI

Quality Education for the Space Age 1957-1969

Although many factors affected the course of public education in the decade beginning in 1957, two major developments cast their shadows over the public school system during this period. One grew out of the U. S. Supreme Court decision in *Brown vs. the Board of Education*, and the other out of the launching of Sputnik by the Russians in 1957.

Commission on Public Education

The 1958 General Assembly, reflecting the public concern generated by Sputnik, enacted legislation providing for a commission to evaluate the curriculum, teacher training and certification, "and related matters" for the public schools in Virginia.

The commission, headed by state Senator William B. Spong, Jr., endorsed the state Department of Education's efforts to strengthen teacher education and the high school curriculum. Its report also emphasized the need for improving the quality of teaching and strengthening programs in science, mathematics, foreign languages, and English, while at the same time recommending a balanced curriculum.

The Desegregation Crisis

Dr. Davis Y. Paschall, who had broad experience in public school work and had held the position of director of elementary and special education before he became superintendent of public instruction. He found the state confronted with a major crisis that had been building up since the desegregation decision of the U. S. Supreme Court in 1954. White high schools were closed in Norfolk, Front Royal, Charlottesville, and Prince Edward County following federal court orders to desegregate. All of these schools reopened during 1958, except those in Prince Edward County which remained closed until the fall of 1964.

Caught between federal court decisions on the one hand and the state's laws against integration on the other, Governor J. Lindsay Almond, Jr., in 1958 appointed a special commission on public educa-

tion to recommend to the General Assembly the steps the state should take to deal with the school crisis. Mosby G. Perrow, Jr. of Lynchburg, at the time a member of the Senate and later president of the State Board of Education, was named chairman of the commission that presented its recommendations to the General Assembly the following year. Two of the key proposals approved by the legislature were repeal of the state's compulsory attendance law in favor of a "local option" statute, and a tuition grant program to make state funds available for parents of children attending private nonsectarian schools or public schools in localities other than those in which they normally would be enrolled. The "local option" statute existed until early 1968, when the General Assembly passed a state-wide compulsory attendance law.

Dr. Paschall's successor, Dr. Woodrow W. Wilkerson, was also selected from the State Department of Education where he had served as director of secondary education immediately before his appointment as superintendent.

As the Board of Education stepped up its improvement efforts, it asked to be relieved of the responsibility for serving as the governing board for Longwood, Madison, and Virginia State Colleges, and for the state's vocational rehabilitation program. The General Assembly approved the board's request and passed legislation to provide separate governing boards for the three institutions and for the rehabilitation program, effective July 1, 1964. The Virginia State School at Hampton, the last of the institutions left under the Board's control by the 1964 Assembly, was placed under separate board by the 1966 legislature. The Virginia School for the Deaf and Blind at Staunton was operated by a separate board until responsibility for the school was transferred to the Board of Education on July 1, 1984.

Instructional Emphasis on American Government and Economics

The development of materials and guidelines for instruction in economic education began in 1959, when the state Board of Education wanted a unit developed on basic principles of the American form of government and economic way of life. An outline for the unit was prepared for incorporation in the senior high school course in Virginia and United States government.

As a further step in strengthening economic instruction, the board requested the preparation of materials contrasting communism with the American system of freedom under law. During 1962-63 a guide entitled "Communism in Contrast with the Principles of American Freedom" was distributed and regional meetings were held throughout the state to discuss its use.

A third publication, "An Instructional Guide for Virginia and United States Government," was issued in November 1964 to give teachers suggestions for selecting, organizing, and presenting content to further the study of the American political and economic system and to contrast it with totalitarianism and communism.

Upon recommendation of the state superintendent and with the board's approval, the program was refined and expanded to include a guide for the required course in Virginia and United States history, a guide for the elective course in civics in grades 8 and 9, a guide to stress economic education in the elementary grades, and revisions of teacher certification regulations to provide a stronger background in economics education.

New certification standards for teachers, which became effective July 1, 1968, required that an applicant seeking endorsement in elementary education must complete a course in basic economics and that an applicant seeking endorsement in history, geography, government, or sociology at the secondary level must complete a course in basic economics.

Vocational Education

The decade beginning in 1957 was a period of growth for vocational and technical education programs for high school students and adults, reflecting Virginia's rapid industrial development. Enrollment in vocational classes doubled during this period and new programs were initiated. This increasing interest culminated in a study made by a legislative commission appointed in 1962.

After an extensive review of Virginia's vocational needs, the commission, headed by Delegate D. French Slaughter, Jr. of Culpeper, made broad recommendations for improving vocational and technical

education in the public schools and at the post high school level. This resulted in giving special attention to experimental programs for youth with special needs, upgrading technical institutes and area vocational technical schools, vocational guidance institutes, vocational training centers for high school youth and adults, and establishing a program of technical education to be administered by a new Board of Technical Education.

Progress in this field continued as Virginia inaugurated the Manpower Training Program in 1963 and established an additional service in the Department's Division of Vocational Education to coordinate and plan construction of local vocational centers.

New vocational centers have been constructed in rural and urban areas to provide facilities for educating high school youth and adults in business and office occupations, industrial and technical occupations, agriculture, distributive occupations, and wage-earning occupations in home economics.

Civil Rights Act of 1964

Title VI of the Civil Rights Act, which was enacted by Congress in 1964, provides that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participating in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.

The state Board of Education and all school divisions in Virginia have executed compliance documents in order to receive federal funds available for various educational programs. Such documents certified the elimination of all vestiges of a dual-school system or gave assurance of compliance with the Health, Education, and Welfare regulation by adoption of a desegregation plan for a unitary school system. Some localities implemented desegregation through plans acceptable to the courts.

Increased Federal Aid

New federal programs—the National Defense Education Act of 1958, the Vocational Educational Act of 1963, the Elementary and Secondary Education Act of 1965—substantially increased federal aid for

public schools in the state. The Vocational Education Act provided approximately \$6,000,000 annually for construction of area vocational schools; purchase of equipment for high school and adult programs; and for programs for persons with special needs; and for ancillary services such as teacher training, development of instructional materials, innovative programs, and research.

The Elementary and Secondary Education Act channeled funds into programs for disadvantaged children, library resources, innovative programs in education, and for strengthening the Department of Education.

Nine-Point Program

In an effort to improve the quality of education in Virginia, Dr. Wilkerson, during his years as superintendent of public instruction, had recommended and the Board of Education approved a nine-point plan in 1965. This plan called for: (1) upgrading the minimum qualification requirements for teachers; (2) upgrading the salary schedule; (3) providing more teaching scholarships (recruitment program); (4) expanding the in-service training program; (5) improving library services and materials; (6) expanding special education; (7) establishing a uniform reimbursement rate for all state-aid positions; (8) encouraging extended use of educational television; and (9) providing more time for teachers to devote to planning instructional activities. The 1966 General Assembly made record appropriations for public education, approving those proposals of the board that required additional funds.

The General Assembly in 1966 inaugurated a new era in public education when it adopted a two-percent state sales tax and provided that one-half of the gross revenue produced by the tax be returned to the localities to be used for public school purposes. An additional one-percent state sales tax became effective in 1968. The sales tax bill also empowered the cities and counties in the state to levy a one-percent sales tax for their own use.

The 1966 General Assembly also appropriated money for the first time to help localities conduct summer school programs. This aid made it possible for more students to take courses they could not

schedule during regular school terms and enabled more students to move toward graduation on an accelerated basis.

Kindergarten Education

The Board of Education in 1966 recorded its support for state aid for kindergarten classes operated as part of the public school program in Virginia. In the same year the General Assembly approved the principle of state aid for public school kindergartens. In preparation for the full-scale operation of kindergartens, the state Board of Education in 1967, upon recommendation of the superintendent of public instruction, adopted the first regulations in the state's history governing the operation of public school kindergartens. These regulations established standards for certification of kindergarten teachers, length of the school day, and size of classrooms.

The Board approved a curriculum guide for kindergarten education in January, 1968.

Accreditation of Elementary Schools

As a major step in the program to improve public education, Dr. Wilkerson recommended in January 1967 that the state accreditation program be expanded to include elementary as well as high schools. In requesting state board approval for appointment of a committee to make a study and, if feasible, to prepare a plan for accrediting elementary schools. Dr. Wilkerson noted that the development of standards for the elementary schools was directly related to efforts to raise the level of public education in the state. An accreditation program for elementary schools was approved in 1969 and became effective in September 1970.

Raising the Quality of Public Education

Governor Mills E. Godwin, Jr., called a statewide conference on education. This historic meeting called for more rapid improvements in education at all levels, and especially the elimination of disparities between public school programs in different sections of Virginia.

As a result, the State Board of Education in 1967 authorized the superintendent of public instruction to appoint a committee to develop a plan to effect substantial improvements in public educa-

tion, particularly in those localities where the needs were greatest. The committee concentrated its attention on staff and in-service education, curriculum and instruction, instructional aids and services, buildings, financial support, and evaluation. Its final report was presented to the board in April, 1967, and some of its recommendations were put into effect immediately. The board's 1968-70 budget requests reflected other recommendations by the committee.

Effective in 1968, an important recommendation was made that visiting teams be assigned to evaluate programs for school divisions having the greatest educational needs. These teams worked with superintendents, school members, and members of local governing bodies to formulate plans for effecting substantial educational improvements.

The committee also recommended two studies, one of "ways and means" to effect the consolidation of small school divisions and the other of the formula for distributing state aid to public schools.

Strengthening the State Department of Education

Between 1957 and 1968 the leadership and supervisory responsibilities of the Department of Education were expanded to improve the public school program throughout Virginia.

The report of the Commission on Public Education in 1960 recommended the employment of subject supervisors in English, science, foreign languages, mathematics and social studies (history, government, geography, economics) to assist in improving instructional programs, particularly in the smaller high schools. Following the commission's recommendations, subject supervisors were added to the staff of the division of secondary education. This supervisory program was extended to include subject field supervisors in the division of elementary and special education.

In an effort to better acquaint Virginians with the progress, needs, and problems in public education, a Public Information Service was established in 1959.

The Division of Educational Research was established in 1963. It conducted research studies requested by the state Board of Education

and the state superintendent of public instruction; to encourage and assist school divisions in designing and conducting pilot studies; to coordinate educational research in the state; and to provide a two-way flow of educational data between local school systems and the Department of Education.

The department's central office staff was reorganized in 1967 to relieve the state superintendent of numerous administrative responsibilities and enable him to devote more time to major needs and problems of the public school system. The state board established new positions of deputy superintendent (formerly assistant superintendent), assistant superintendent for administration and finance, assistant superintendent for instruction, and special assistant for evaluation and planning.

PART VII

Education for Today and the Future

The Structure of Public Education Today

The Board of Education exercises general supervision over Virginia's public school system. The nine members of the board are appointed by the Governor, subject to confirmation by the General Assembly, for terms of four years. The board elects from its membership a president for a term of two years. Members of the board receive no salaries but are paid expenses incurred while attending meetings.

One important duty of the board is to administer school funds, primarily for basic school aid, pupil transportation, vocational education, special education, and Literary Fund loans for school construction.

The board also adopts Standards of Quality, approves standards for school accreditation and for the certification of teachers and administrative personnel, adopts basal textbooks, and approves regulations affecting the operation of schools and school buses. It also acts as the Board for Career and Technical Education to promote career and technical education in the state.

The chief executive officer of the Department of Education—the administrative agency for the public school system—is the superintendent of public instruction who is appointed by the Governor, subject to confirmation by the General Assembly. The superintendent performs duties prescribed by statutes and by the Board of Education and administers the public school system in keeping with policies of the board.

State laws place upon local school divisions the responsibility for erecting, maintaining, and operating public schools. This is consistent with the philosophy developed in Virginia for safeguarding local autonomy. The state government is responsible for providing general direction, financial assistance, and advisory services without destroying local initiative or responsibility.

1970—present

Since the early 1970s, the General Assembly and the state Board of Education have created several programs designed to raise the quality of education for all children in Virginia. Most of the programs have dealt with establishing and meeting standards designed for all school divisions in the state.

Standards of Quality

In 1970 the voters in the state approved a Constitutional revision (Article VIII, Section 2) to prescribe Standards of Quality for public schools. Two years later the General Assembly adopted the Standards (Code of Virginia §22.1-253.13:1-8), an action believed to be the first ever undertaken by a state to require, by constitutional mandate, standards of quality for public schools. Also at that time, the General Assembly created a cabinet position for the Secretary of Education. Minimum requirements were mandated by the Standards of Quality for the commonwealth's public school divisions (e.g., instructional programs and personnel, class size, diplomas). Also, the standards determined the appropriation and allocation of basic state aid to school divisions.

The Board of Education prescribed the Standards of Quality, subject to revision only by the General Assembly. A major portion of state funding for direct aid to public education is still based on the Standards of Quality.

In 1976, the standards were revised, giving priority to improving the basic skills of reading, mathematics, and communications. Minimum skills objectives for children in kindergarten through grade 6 were approved by the board to meet the requirements of the Standards.

In 1978, the board adopted the requirement that high school students graduating after January 1, 1981, pass minimum competency tests in mathematics and reading, as well as complete the required units of course credit.

Standards today include requirements for basic skills, selected programs, and instructional personnel; support services; accreditation, other standards, and evaluation; Literary Passports, diplomas and

certificates, and class rankings; training and professional development; planning and public involvement; and a policy manual.

Standards of Learning

In 1983, the Department of Education developed the Standards of Learning program, which included objectives to help students acquire the knowledge, skills, and attitudes needed for further education and employment. The Standards of Learning set minimum goals and objectives for what teachers need to teach and students need to learn. Standards have been identified for English, mathematics, science, history and social sciences, computer technology, fine arts, foreign languages, health and physical education, and driver education.

The Standards of Learning philosophy holds that knowledge and skills acquired during the course of a school year build a foundation for subsequent learning. However, the standards are not—nor are they meant to be—the entire curriculum for a grade level or course. Teachers are encouraged to go beyond the standards in their instructional programs and decide which teaching methods to use with their students.

At present, Standards of Learning tests are given in grades 3, 5, and 8, and for certain courses in high school. Students who take courses for high school credit in middle school also take the related Standards of Learning tests. Tests are given in English, math, science, history and computer technology. The tests measure content knowledge, scientific and mathematical processes, and reasoning. The tests in English are for reading and writing. For the writing test, students must write a composition. All other tests are multiple choice. Tests are untimed and basic tools, such as rulers and calculators, are provided.

High school students have the option to substitute other standardized tests for the end-of-course tests, such as Advanced Placement (AP), SAT II, College-Level Examination Program (CLEP), and International Baccalaureate (IB).

Standards of Accreditation

The Standards of Accreditation are mandated by the Standards of Quality and are state Board of Education regulations (8-VAC-20-131-10 et seq). These standards establish graduation requirements, determine the effectiveness and accreditation of all public schools by measuring student achievement on core subject Standards of Learning assessments, and are now aligned with the accountability plan of the No Child Left Behind Act.

Seventy percent of the students who take the Standards of Learning tests must pass each test in order for a school to be accredited. Schools will also be judged on the basis of other eligibility requirements such as attendance, safety, staffing, ability to offer required instructional programs.

Not only will students, starting with the class of 2002, need to pass six of the 11 high school tests to graduate, but schools where less than 70 percent of students pass the tests could face the loss of accreditation starting in 2007.

Included as part of the Standards of Accreditation is a School Report Card mailed to parents in the fall of each year from the Department of Education with the following information:

- ◆ Accreditation ratings of the school, the county and the state
- ◆ Standards of Learning scores
- ◆ Attendance rates
- ◆ Incidents of physical violence
- ◆ Dropout rate
- ◆ Percent of students taking advanced placement course and their AP test results
- ◆ Number of diplomas, certificates, and GEDs awarded
- ◆ Teacher certification
- ◆ Early reading indicators.

Governor's School Program

The Virginia Governor's School Program began in 1973 when Governor Linwood Holton established the first summer residential programs for 400 gifted students from across the commonwealth. From its beginnings with three summer schools, the program has expanded to more than 40 sites throughout the commonwealth.

The Governor's Schools provide some of the state's most able students with academically and artistically challenging programs beyond those offered in their home schools. With the support of the state Board of Education and the General Assembly, the schools now include summer residential, summer regional, and academic-year programs serving more than 7,500 students.

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Virginia Implementation of the No Child Left Behind Act

The most sweeping federal legislation since 1965 is the No Child Left Behind Act of 2001. This act requires states to demonstrate progress from year to year in raising the percentage of students who are proficient in reading and mathematics and in narrowing the achievement gap. NCLB sets five performance goals for states:

- ◆ All students will reach high standards, at a minimum attaining proficiency or better in reading/language arts and mathematics by 2013-2014.
- ◆ All limited English proficient students will become proficient in English and reach high academic standards, at a minimum attaining proficiency or better in reading/language arts and mathematics.
- ◆ All students will be taught by highly qualified teachers by 2005-2006.
- ◆ All students will learn in schools that are safe and drug free.
- ◆ All students will graduate from high school.

NCLB law requires a single statewide accountability system that will ensure that all public schools and school divisions make adequate yearly progress. Within 12 years, beginning with 2002-2003, all students in Virginia are to achieve proficiency in English (reading/ language arts) and mathematics. Virginia's Standards of Learning program has given the state a head start toward meeting the goals and challenges of the NCLB Act.